



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
REGION 5
EMERGENCY RESPONSE BRANCH
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GROSSE ILE, MI 48138-1697

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EPA Region 5 Records Ctr.



223410

SEP 20 2000

REPLY TO ATTENTION OF:

MEMORANDUM

SUBJECT: ACTION MEMORANDUM - Request for Approval to Initiate a Time-Critical Removal Action at the Mahoningside Power Plant Site, Warren, Trumbull County, Ohio (Site ID# B5P4)

FROM: Mark Durno, On-Scene Coordinator
Joseph Fredle, On-Scene Coordinator
Emergency Response Branch - Section 1

J - CF - for

TO: William E. Muno, Director
Superfund Division

THRU: Richard Karl, Chief
Emergency Response Branch

R. Karl

I. PURPOSE

The purpose of this memorandum is to request and document your approval to expend up to \$1,169,340 to abate an imminent and substantial threat to public health and the environment at the Mahoningside Power Plant Site, Warren, Trumbull County, Ohio. This memo also seeks to confirm the verbal authorization of \$25,000 provided by Richard Karl, Chief, Emergency Response Branch on August 4, 2000. This expenditure was necessary to maintain de-watering and water treatment activities at the Site that the City of Warren was conducting. The City's funding for the project has depleted and they formally requested the United States Environmental Protection Agency's (U.S. EPA) assistance to continue this activity.

The response action proposed herein will mitigate threats to public health, welfare, and the environment posed by the presence of uncontrolled hazardous wastes and substances located in a basement structure and sub-surface of the former power plant at the Site. Hazardous substances that have been confirmed to be present at the Site are polychlorinated biphenyls (PCBs) and mercury. Proposed removal actions include the complete assessment of the chemical hazards at the Site, removal and stabilization of the hazardous wastes and substances, off-site disposal of the hazardous wastes and substances, and an assessment of the Mahoning River, which adjoins the Site. The uncontrolled condition of the abandoned waste and substances in the structure, the potential for hazardous substances in the subsurface to migrate into the adjoining river,

the unrestricted access to the property, the evidence that the Site is frequented by trespassers, and the Site's proximity to residential areas require that this removal be classified as time-critical.

The project will require an estimated 60 on-site working days to complete. This Site is not on the National Priorities List.

II. SITE CONDITIONS AND BACKGROUND

CERCLIS ID #

The Mahoningside Power Plant Site consists of an open abandoned basement of a former power plant building. The basement structure contains numerous underfloor sumps, piping, and conduits, some of which are connected to the Mahoning River. The building foundation encompasses approximately 34,000 square feet and the property totals approximately 6 acres. The property, currently owned by the City of Warren through a bankruptcy agreement, was formerly owned by the Ohio Edison company (now First Energy) and other private ownership. The property is located at 650 Summit Street, Warren, Ohio, 44483. The property is bordered by the Mahoning River to the east, railroad tracks to the north, light industrial properties to the south, and a residential area to the west. Summit Street parallels the facility to the south and Tod Avenue parallels the facility to the west.

The area surrounding the Site satisfies Environmental Justice (EJ) criteria employed by the U.S. EPA. The population within a 1-mile radius of the site is 10.12% minority and 64.8% low income. The EJ criteria is met through low income being more than 60%, or twice the State of Ohio average.

The property is surrounded by a security fence that is in marginal condition. There have been recent cases of unauthorized entry and vandalism at the Site. The west side of the property is currently used as a temporary office and staging area. The central portion of the facility is used for the staging of debris from the former power plant building. The foundation and basement are located on the river's edge at the east end of the facility.

Background:

The facility was built in 1904 by the Warren Water and Light Company as a hydro-electric power generating plant. From 1950 until 1980 the facility was owned by the Ohio Edison Company and primarily used as a coal-burning power plant until the early 1970s. In the late 1970s the property was leased by Ohio Edison to Summit-Warren, Inc., where the property was used to operate a salvage business. At that time, the business was owned and/or operated by Harold Glunt and John Petrilla. In 1980, the

property was sold to Nestor Stychno and William Marsteller. In 1999, an agreement between the former property owners and the City of Warren was established to turn the property over to the city.

In late 1995, a Phase I environmental site assessment was performed by Innerscope Technical Services, Inc. Based on its findings in 1996, a Phase II environmental site assessment was performed. The Phase II consisted of a subsurface investigation (30 borings & 5 monitoring wells), an asbestos bulk survey of structures, and water and sediment sampling of the power-house and boiler-house basements.

In February 1999, Innerscope Technologies and McCabe Engineering mobilized to begin demolition and general construction activities at the Mahoningside Power Plant Site. On March 17, 1999, two 250-foot high smokestacks were imploded by explosives. General demolition activities continued until November, 1999. During this time, environmental issues, mainly relating to asbestos contaminated material, were being coordinated through Ohio Environmental Protection Agency (Ohio EPA) and its voluntary action program. Ohio EPA approved the use of subsidized technical assistance on the project.

In November 1999, McCabe Engineering consulted Ohio EPA and U.S. EPA to examine regulatory compliance should PCBs or heavy metal contamination be discovered during the removal of basement debris.

From December 1999, through early March 2000, debris removal from the basement progressed. All PCB contamination that was discovered during this time was below the TSCA regulatory level of 50 parts per million (ppm) for industrial facilities.

According to McCabe Engineering, on March 23, 2000, during excavation of debris in the north boiler-house area, a strong odor typical to PCB concentrated oil was discovered. A grab sample of the material providing the odor was collected and submitted to a laboratory. Analysis indicated that 4,500 ppm of PCB Aroclor 1260 was present in the material. Subsequent sampling indicated that high levels of PCBs were present in the structure debris, subsurface, and in intake/discharge pipes joining the building to the river. The river sediments at one of the discharge pipes had PCBs in excess of 200 ppm. PCB contamination ranged from 24 ppm to 147,000 ppm in the structure. PCB actions were coordinated with Ohio EPA and U.S. EPA's Waste, Pesticides, and Toxics Division.

Based on the PCB results, McCabe excavated over 500 cubic yard of PCB-contaminated material from the basement, piping, conduit, sumps, and river sluiceway. The waste was contained in 30 roll-off boxes. Due to the continued in-flux of water into the facility, McCabe installed a de-watering system that includes filtration and carbon treatment prior to discharge to the local sanitary sewer system. McCabe also plugged

influent and discharge lines from the facility to the river with concrete. Due to groundwater infiltration, de-watering continues.

In mid-June 2000, the City of Warren ran out of funding to complete this project. McCabe continued the de-watering system on a good-faith basis. On July 21, 2000, the City of Warren requested U.S. EPA assistance to complete the removal and disposal of hazardous materials at the Site and to take over the de-watering operation.

On August 4, 2000, U.S. EPA obligated \$25,000 to continue the de-watering activities on Site. These activities will continue until U.S. EPA determines if Potentially Responsible Parties (PRPs) are available to clean-up the Site.

III. THREATS TO PUBLIC HEALTH OR THE ENVIRONMENT, AND STATUTORY AND REGULATORY AUTHORITIES

The conditions at the Mahoningside Power Plant Site constitute a threat to public health and welfare or the environment based upon the considerations set forth in the National Contingency Plan (NCP), 40 CFR § 300.415 (b)(2) which include, but are not limited to, the following:

- 1) Actual or potential exposure to nearby human populations, animals, or the food chain from hazardous substances or pollutants or contaminants;**

The Site is situated in a high traffic, mixed industrial-residential area. Several people are often observed using the sidewalk to the immediate south of the Site and visiting the river just east of the Site. There are several incidents of trespass reported recently on Site. High levels of PCBs are present on Site. Approximately 500 cubic yards of PCB waste are contained in roll-off boxes on Site. High levels of PCB contamination remains uncontrolled in the basement of the former powerhouse. Numerous influent and discharge pipes connect the basement to the river. Although the majority of the pipes have been plugged, water continues to infiltrate the basement structure, potentially transporting PCB contamination off-site.

An Ohio EPA study titled *Biological and Water Quality Study of the Mahoning River Basin* (May 1, 1996) reports that elevated levels of PCBs are present in sediments just downstream from the Site. No PCBs were present in sediment samples upstream from the Site. The sampling was conducted in 1994. Further sampling will be required to determine if the Mahoningside Power Plant Site was the most likely source of PCB contamination in the Mahoning River. Future sampling required by the proposed removal action will also further define the impact to the Mahoning River as a result of potential releases from this Site.

There currently is no security on Site other than the Site fence. The fence is in marginal condition.

- 2) **Hazardous substances or pollutants or contaminants in drums, barrels, tanks, or other bulk storage containers, that may pose a threat of release;**

PCB contamination is present in 30 roll-off boxes on Site. The level of PCB contamination in the boxes ranges from 24 ppm to 147,000 ppm. The boxes on-site are covered, but no security is present on Site. If the box tarps become damaged, the boxes could fill with rain water and eventually release PCB contamination to the environment.

- 3) **Weather conditions that may cause hazardous substances or pollutants or contaminants to migrate or be released;**

Northeast Ohio typically exhibits frequent precipitation in the fall, winter, and spring months. Heavy precipitation causes the Mahoning River to rise and flow at a more rapid rate. The resulting influx to groundwater increases the amount of water that enters the former facility basement, where the PCB contamination is located. The resulting water movement can cause contaminants to migrate to the subsurface or to the Mahoning River.

The existing de-watering system on Site is not winterized. If the remaining contamination on Site is not removed prior to October 30, 2000, the common start of Northeast Ohio's freeze-thaw cycle, substantial funds will need to be obligated to improve the system. The system is currently funded by U.S. EPA.

- 4) **The availability of other appropriate Federal or State response mechanisms to respond to the release.**

The City of Warren has requested U.S. EPA assistance to remove hazardous substances from the Mahoningside Power Plant Site. The City ran out of funding as it was attempting to redevelop this Brownfields Site into a usable facility. The Ohio EPA has served as a technical liason to the project but does not have funding available to clean-up the Site.

IV. ENDANGERMENT DETERMINATION

The Mahoningside Power Plant Site conditions include lack of a secure environment and released, uncontrolled hazardous wastes and substances. The threats to human health and the environment at the Mahoningside Power Plant Site, which have been confirmed through laboratory analysis, include the presence of PCBs and mercury. The potential exposure pathways to nearby populations and the environment, as

described in Sections II and III above, are magnified because there is no Site security on Site. In addition, the transport mechanism through the influx of groundwater into and through the basement of the structure causes increased potential for hazardous substance migration off-site. The actual or threatened releases of hazardous substances from this Site, if not addressed by implementing the response actions selected in this Action Memorandum, present an imminent and substantial endangerment to public health, welfare, and the environment.

V. PROPOSED ACTIONS AND ESTIMATED COSTS

The hazardous wastes and substances near residential areas in an unsecured Site with signs of public trespass must be addressed.

The On-Scene Coordinator (OSC) specifically proposes to undertake the following actions to mitigate threats posed by the presence of hazardous wastes at the Mahoningside Power Plant Site:

- 1) Develop and implement a Site-specific health and safety plan;
- 2) Provide Site security measures which may include, but not be limited to, security guard service and repair and/or replace damaged fencing;
- 3) Continue operation and maintenance of the existing de-watering/water treatment system;
- 5) Assess the remaining structure for PCB, mercury, and heavy metal contaminated materials;
- 6) Determine the extent of contamination in the sub-surface around and under the structure;
- 7) Remove and characterize contaminated materials from the structure and sub-surface;
- 7) Transport and dispose of hazardous substances/hazardous waste at an EPA-approved disposal facility in accordance with U.S. EPA's Off-Site Rule, 40 CFR § 300.440; and
- 8) Determine the extent of contamination in the Mahoning River as a result of past and current uncontrolled releases of hazardous substances from the Site.

The removal action will be taken in a manner not inconsistent with the National Contingency Plan (NCP). The OSC has initiated planning for provision of post-removal Site control consistent with the provisions of Section 300.415(1) of the NCP.

All hazardous substances, pollutants, or contaminants removed off Site pursuant to this removal action for treatment, storage or disposal shall be treated, stored, or disposed of at a facility in compliance, as determined by U.S. EPA, with the U.S. EPA Off-Site Rule, 40 CFR § 300.440.

The response actions described in this memorandum directly address actual or threatened releases of hazardous substances, pollutants, or contaminants at the Site which may pose an imminent and substantial endangerment to public health and safety and to the environment. These response actions do not impose a burden on the affected property disproportionate to the extent to which that property contributes to the conditions being addressed.

The estimated costs to complete the above activities are summarized below. These activities will require an estimated 60 on-site working days to complete. Detailed cleanup contractor costs are presented in Attachment 1.

REMOVAL PROJECT CEILING ESTIMATE**EXTRAMURAL COSTS:**

Cleanup Contractor Costs	\$ 682,420
Contingency (15%)	<u>102,363</u>
Subtotal	\$ 784,783
Total START	94,000
Total U.S. Coast Guard	<u>14,000</u>
Extramural Subtotal	\$ 892,783
Extramural Contingency (20%)	<u>178,557</u>
TOTAL, EXTRAMURAL COSTS	\$1,071,340

INTRAMURAL COSTS:

U.S. EPA Direct Costs	
\$30 x [(1000 Regional hours) + 100 HQ hours]	\$ 33,000
U.S. EPA Indirect Costs	
(\$65 x 1000 hours)	<u>\$ 65,000</u>
TOTAL, INTRAMURAL COSTS	\$ 98,000
	=====
TOTAL REMOVAL PROJECT CEILING ESTIMATE	\$1,169,340

All applicable or relevant and appropriate requirements (ARARs) of Federal and State law will be complied with to the extent practicable. A letter has been sent to Mr. Rod Beals of the Ohio EPA on September 5, 2000, requesting that he identify State ARARs. Any State ARARs identified in a timely manner for this removal action will be complied with to the extent practicable.

VI. EXPECTED CHANGE IN THE SITUATION SHOULD ACTION BE DELAYED OR NOT TAKEN

Delayed or non-action may result in an increased likelihood of direct contact threat to human or wildlife populations accessing the Site.

VII. OUTSTANDING POLICY ISSUES

There are no outstanding policy issues associated with this Site.

VIII. ENFORCEMENT

For administrative purposes, information concerning the enforcement strategy for this Site is contained in an Enforcement Confidential Addendum.

IX. RECOMMENDATION

This decision document represents the selected removal action for the Mahoningside Power Plant Site in Warren, Trumbull County, Ohio, developed in accordance with CERCLA as amended, and is not inconsistent with the NCP. This decision is based on the information in the Administrative Record for the Site. Conditions at the Site meet the NCP § 300.415(b)(2) criteria for a removal and I recommend your approval of this proposed removal action. The total project ceiling, if approved, will be \$1,169,340. Of this, an estimated \$963,340 may be used for extramural cleanup contractor costs. You may indicate your decision by signing below.

APPROVE: _____


William E. Muno, Director
Superfund Division

DATE: 9/20/01

DISAPPROVE: _____

William E. Muno, Director
Superfund Division

DATE: _____

Enforcement Addendum

Attachments:

1. Detailed Cleanup Contractor Estimate
2. Administrative Record Index

cc: C. Beasley, U.S. EPA, 5202-G
K. Clouse, Ohio EPA, Columbus, OH
M. Chezik, U.S. DOI
C. Jones, Ohio EPA, Columbus, OH

**MAHONINGSIDE POWER PLANT SITE
ORIGINAL AR**

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**NOT RELEVANT TO THE SELECTION OF
THE REMOVAL ACTION**

ATTACHMENT 1

**DETAILED CLEANUP CONTRACTOR ESTIMATE
MAHONINGSIDE POWER PLANT SITE
WARREN, TRUMBULL COUNTY, OHIO
SEPTEMBER 2000**

Personnel	\$325,400
Equipment	\$ 83,000
Materials	\$ 6,920
Sampling, Analysis, Transportation and Disposal, and Subcontracting	<u>\$283,100</u>
TOTAL	\$682,420

ATTACHMENT 2

U.S. ENVIRONMENTAL PROTECTION AGENCY
REMOVAL ACTIONADMINISTRATIVE RECORD
FOR
MAHONINGSIDE POWER PLANT SITE
WARREN, TRUMBULL COUNTY, OHIOORIGINAL
SEPTEMBER 14, 2000

<u>NO.</u>	<u>DATE</u>	<u>AUTHOR</u>	<u>RECIPIENT</u>	<u>TITLE/DESCRIPTION</u>	<u>PAGES</u>
1	05/01/96	Ohio EPA	U.S. EPA	Biological and Water Quality Study (PENDING)	
2	06/09/00	Payne, D., U.S. EPA	Moore, K., U.S. EPA	Memorandum re: PCB Analysis Results for the Mahoningside Power Plant Site	11
3	06/27/00	McCabe Engineering, Inc.	U.S. EPA	History Chronology and Analytical Summary for the Mahoningside Power Plant Site	5
4	07/21/00	Angelo, H., City of Warren	Karl, R., U.S. EPA	Letter re: City of Warren's Request for U.S. EPA Assistance at the Mahoningside Power Plant Site	2
5	09/05/00	Durno, M., U.S. EPA	Beals, R., Ohio EPA	Letter re: U.S. EPA's Request for Ohio ARARs for the Mahoningside Power Plant Site	1
6	00/00/00	Durno, M. & J. Fredle; U.S. EPA	Muno, W., U.S. EPA	Action Memorandum: Request for Approval to Initiate a Time-Critical Removal Action at the Mahoningside Power Plant Site (PENDING)	

**MAHONINGSIDE POWER PLANT SITE
ORIGINAL AR**

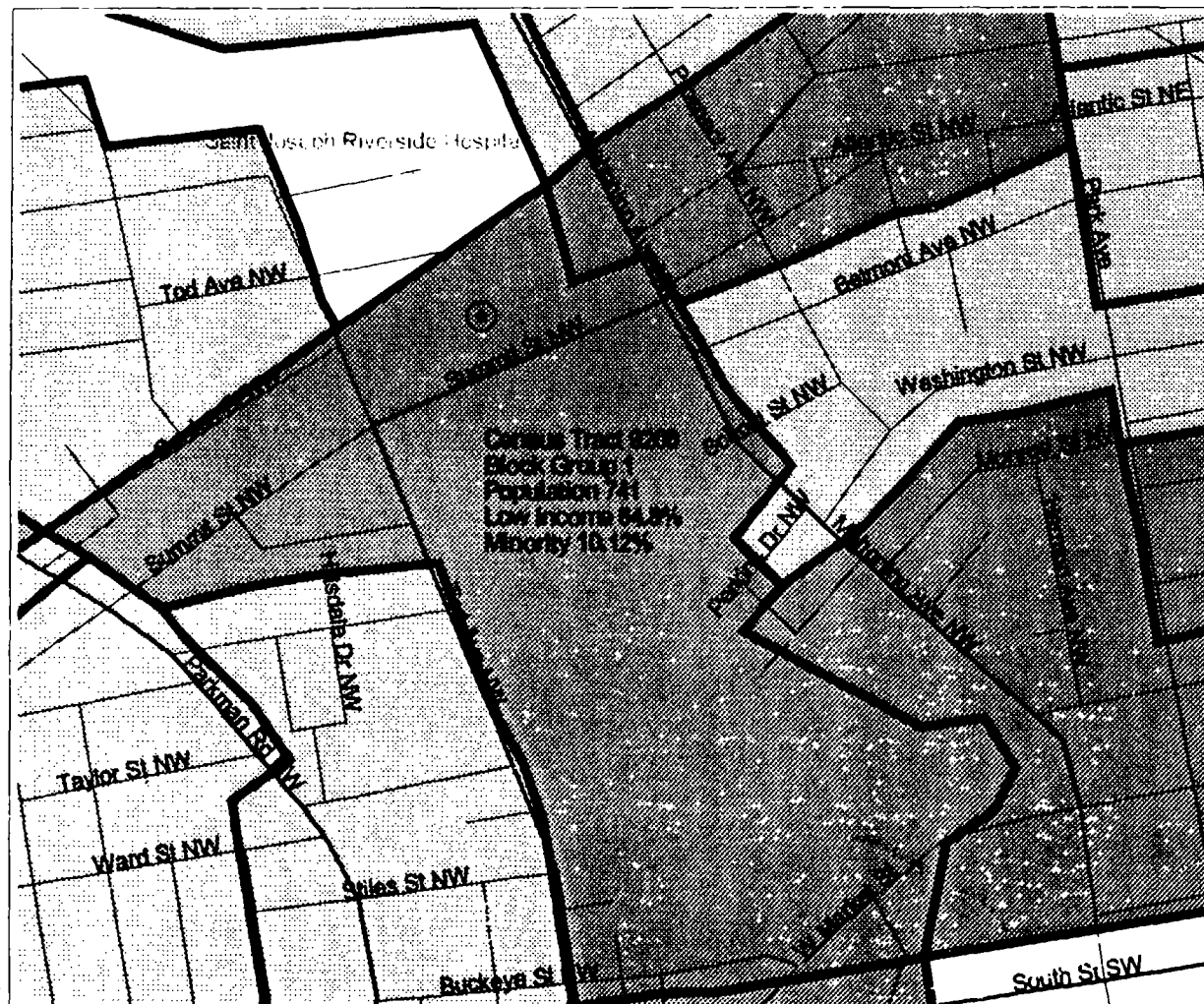
**INDEPENDENT GOVERNMENT COST ESTIMATE
(3 PAGES)**

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**NOT RELEVANT TO THE SELECTION OF
THE REMOVAL ACTION**

Region 5 Superfund EJ Analysis

Mahoningside Power Plant Site Warren, OH



EJ Identification

-  Low Income and Minority Less than State Average
-  Low Income or Minority at or Greater than State Average
-  Low Income or Minority 2 Times or Greater than State Average [meets Region 5 EJ Case criteria]
-  Site Location
-  Block Group Boundary

Region 5 EJ Case Criteria for Ohio
 Minority: 26% or greater
 Low Income: 60% or greater



U.S. EPA Region 5
 Cleveland, Ohio

Date of Map 08/31/00

Source of Map 1990 Census Database

ENFORCEMENT ADDENDUM

**MAHONINGSIDE POWER PLANT SITE
WARREN, TRUMBULL COUNTY, OHIO
SEPTEMBER 2000**